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THE DECISION-MAKING PROCESS OF SCHOOL DISTRICTS REGARDING VOCATIONAL EDUCATION AND TRAINING PROGRAMS.

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THE SUPERINTENDENTS OF 195 OF 209 SCHOOL DISTRICTS HOLDING BOND ISSUE ELECTIONS DURING A 5-YEAR PERIOD RESPONDED TO A QUESTIONNAIRE. OF THESE, 20 OF THE 24 WHOSE BOND ISSUES INVOLVED VOCATIONAL EDUCATION WERE INTERVIEWED IN A TWO-PHASE STUDY TO ANALYZE THE DECISION MAKING PROCESS, IDENTIFY THE VARIABLES ASSOCIATED WITH SUCCESS OR FAILURE, AND TO RECOMMEND STRATEGIES RELATIVE TO BOND ISSUE ELECTIONS FOR VOCATIONAL EDUCATION IN IOWA SCHOOL DISTRICTS. THE PERCENTAGE OF REGISTERED VOTERS AND COMMUNICATION TECHNIQUES USED WERE NOT CORRELATED WITH ELECTION OUTCOME. ECONOMIC VARIABLES DEALING WITH MILLAGE INCREASE AND TOTAL MILLAGE APPEARED MORE IMPORTANT THAN THE TOTAL AMOUNT OF THE ISSUE IN INCREASING VOTER TURNOUT. DISTRICTS WHICH HAD PASSED A BOND ISSUE IN THE 5-YEAR PERIOD WERE MOST LIKELY TO PASS ANOTHER PRESENTED CURING THE PERIOD, AND UNSUCCESSFUL ATTEMPTS WERE MOST LIKELY TO BE FOLLOWED BY FURTHER FAILURES. LITTLE OR NO ASSOCIATION WAS OBSERVED BETWEEN DISTRICT DEMOGRAPHIC CHARACTERISTICS OR ECONOMIC VARIABLES AND A FAVORABLE VOTE. SUPERINTENDENTS OF SUCCESSFUL DISTRICTS EVALUATED NEWSPAPER COVERAGE AS MORE FAVORABLE AND PARENT TEACHER ASSOCIATION INVOLVEMENT AS MORE IMPORTANT THAN DID SUPERINTENDENTS OF UNSUCCESSFUL ONES. VOCATIONAL EDUCATION BOND ISSUE PROPOSALS DID NOT SEEM TO AFFECT THE ELECTION OUTCOMES. IT WAS CONCLUDED THAT DATA COLLECTED BY THE PRESENT SURVEY TECHNIQUES ARE NOT SUFFICIENT TO PREDICT THE OUTCOME OF SCHOOL BOND ISSUES. THIS REPORT APPEARS IN "APPENDIX OF FINAL RESEARCH REPORTS FOR PROJECT IN RESEARCH AND DEVELOPMENT IN VOCATIONAL AND TECHNICAL EDUCATION, NON-METROPOLITAN AREAS (ED 011 069) WHICH SUPPLEMENTS VT 001 546. (JM)

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THE DECISION-MAKING PROCESS OF SCHOOL DISTRICTS REGARDING VOCATIONAL EDUCATION AND TRAINING PROGRAMS

I. Introduction

One kind of social change can be considered purposive or instigated social change. This report centers on school board attempts to change educational facilities by financing through school bond elections. This kind of community decision-making is differentiated from another kind usually made by elected officials. Many decisions that have consequences for the school district are made by school boards, superintendents, administrators in state education departments and legislators. However, the decisions discussed herein require the involvement of the district electorate to change the school system and facilities.

The accepted method for a school district to obtain funds for large capital outlays is through a school bond proposal voted upon by the district electorate. This method is said to be inefficient and obsolete by some.(18) The increasing number of elections, however, indicates that bond elections are still the major means to secure funds for large capital outlays. Despite the recognized fact that many public school facilities are chronically inadequate, school officials often face a struggle in securing a definition of need for additional facilities and further in securing a favorable action (passage of a bond proposal). Even so, the electorate holds a generalized feeling that education is necessary and that the "democratic process" (election) is the best way to resolve issues. Usually, issues are resolved on specifics, and objections take the form of opposition to the selected site, an increase in taxes, dissatisfaction with proposed plans, etc. Ordinarily, there is no organized opposition to the generalized need for educational facilities, although exceptions can be found.

A. The Problem

This research project was initiated to examine the nature and scope of school bond elections requesting funds for vocational and technical education purposes. A literature survey revealed that little is known about school bond elections in general and even less about bond elections for vocational purposes.

Further, most of the data available are impressionistic or descriptive reports of a single bond campaign in a specific community. It is very difficult to generalize from one community to another because of: different requirements for passing the issue (50% to 66.6%), different bases from which the relative need had been assessed, different strategies used, and lack of conceptual clarity and precise measurement. These difficulties are discussed in the review of literature section of this report.

From the beginning of this research the authors have believed that the process of proposing and implementing school bond issues is a complex, temporal process involving many different actions and consulting actors and groups, many different techniques and strategies, and many different specific target audiences.

We thought that detailed reconstruction of the complex actions and processes of recently attempted bond issues or studying ongoing campaigns would be more ideal than post-factum data collected from one or two individuals. Also, precise theoretical orientations, concepts and qualitative and quantitative measurement were needed for significant understanding and prediction. However, consistent with the resources available and one element of a research philosophy, the decision was made to carry out an exploratory study within a generalized conceptual frame to attempt to determine the magnitude and dimensions of the problem. This approach is consistent with that suggested by Robert Merton. In the introduction to Sociology Today, Merton suggested that a relatively simple descriptive framework may be sufficient for collecting and analyzing data in a new area of sociological study.(13)

The research reported here is an exploratory attempt to establish and quantify the problem and to provide a basis for more rigorous conceptualization and methods for later studies. The total Iowa school-district population was examined to determine how many and which districts had engaged in bond issues to improve or increase their present vocational education programs and facilities. The population studied in this first phase was all Iowa School districts involved in school bond issues (for the addition of facilities for any purpose) over 5 years

(January 1, 1960, to December 31, 1964).* The second phase involved intensive interviews with superintendents in those districts involved in school-bond issues in which vocational education was a part of the issue.

B. Review of Related Research

The struggle to obtain educational funds through bond issues is evident in the amount of descriptive literature available. Most discussions are found in professional education journals and magazines with teacher and school-administrator audiences. These articles present lists, in many cases conflicting, of recommended techniques for school bond elections. The general theme in many of these articles is the use of communication techniques to inform and involve as many people as possible and to stimulate a large turnout at election time. There is no agreement, however, on which or how many communication techniques should be used. Some educators state that a well-informed electorate will recognize their duty and pass the bond issue. Others are equally sure that, the less knowledge the electorate has and the higher the level of generalization of information, the more likely it is that the issue will pass.

The desire of school administrators to increase voter turnout seems to conflict with much evidence indicating that voter turnout is negatively correlated with a favorable vote.(5) Stone, however, feels that an extensive publicity campaign can offset the negative influence of high voter turnout.(19) At a generalized level, school administrators and board members feel that involving as many individuals in as many ways as possible will result in passage of the issue. This feeling is often expressed by educators as "talking it up" by community members.

Both education journals and educational-administration texts stress involving as many people as possible, generally with the use of "citizens' advisory committees." The recommended composition of this committee may vary from representatives of the community (representative carries a variety of interpretations) to the most "talented" community members. Educators generally stress the ideal of democracy and democratic procedures.

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*The findings from this phase are summarized in the results section of this report and are presented in detail in (1).

Any influence exerted by an informal power structure is suspected of being for selfish interests and, therefore, denounced by most. (4, 6, 11, 12) Kimbrough presents another viewpoint and urges educators to make themselves aware of their informal community power structure(s) and to use it to legitimize school bond elections.[10] However, many studies indicate that educators do not recognize district education power structures. Also, it appears that educators who do recognize the existence of power structure do not desire to use it and are unable to interact at this status level, or tend to avoid involvement with these community influentials.

A few studies backed by empirical research have been completed. These researchers have examined the relationship of variables such as size of school, school district population, size of bond issue and assessed valuation (total and per pupil) to passage of the bond issue. Few of these variables have been related to passage of bond issues.[3,8,9,16,] One researcher, Smith,[18] studied voter characteristics rather than the school district, in the Los Angeles City School District. His findings indicate demographic characteristics should play a part in selecting both media and message content. He suggests those census tracts containing mainly young working class families with school-age children should be "courted" with public relations campaigns and favorable newspaper publicity. Smith supports giving specific information to the voters, whereas others have suggested general descriptive terms will produce the most favorable results.

In summary, one can become quite confused in examining the available literature on strategy to successfully culminate a school-bond issue campaign. Many of the studies just mentioned consist of impressionistic descriptive accounts of successful techniques for a specific campaign. Many of these authors, however, are quite willing to generalize to other districts and other elections by presenting lists of techniques to be employed by other school administrators and school boards. Little information about elections for vocationally related purposes is available, and many of the articles presented preceded the current emphasis on vocational and technical education. Also, many states are considering and implementing area vocational schools. In several cases, these are administrative decisions that do not require voter approval, and often these facilities are for post-high school training. The focus of the research in this report is on high school vocational facilities.[1]

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[1]For an extensive review of the literature relating to school bond issues, see (1).

C. Objectives

The literature review disclosed several generalizations from the descriptive articles that were locality bound to the community where the observations were made. Contradictory evidence also was presented and a clear picture of the social process involved in school-bond-election strategy is not discernible from the existing data. As a result, it was judged necessary to attempt to extablish the dimensions of this kind of social action in Iowa. More specifically, the objectives of this study were:

1. To analyze the decision-making process of school districts regarding vocational education and training programs.

2. To determine crucial variables related to the "success-failure" continuum of proposed vocational education and training programs of school districts.

3. To make recommendations on the social action strategies to secure positive decisions by school districts on recommended vocational education and training programs.

To attain these objectives, a two stage research design was implemented.

II. METHOD

The names of the school districts in Iowa involved in school bond elections were obtained principally from secondary sources. Agencies providing this information were:

1) Research Center for School Administration, University of Iowa.

2) Iowa State Department of Public Instruction.

3) Iowa Association of School Boards.

In addition, information forms were mailed to all county superintendents and high school principals. A list was then

compiled which showed that 209 districts had held 364 elections on 241 different bond proposals from January 1, 1960, to December 31, 1964. Additional restrictions were that the district must have maintained a public high school, junior high school or a community college, and the bond proposal had to be presented for educational or related purposes. The population included all Iowa school districts that had held school bond elections during the 5-year period and met these criteria.

A questionnaire was constructed and mailed to the superintendent of each school district that had held an election. A total of 195, or 93 percent, of the 209 school superintendents responded.

The data reported here represent the superintendents' perceptions following the elections. No attempt has been made to evaluate these perceptions with other observers, nor have the researchers evaluated the perceptions as accurate or inaccurate. They are presented only as perceptions.

These data were coded and analyzed for an interim report (1) and two articles (2,7). The interim report presented frequency distributions for each variable for all districts and for the successful and unsuccessful districts; the chi-square statistic was used for the data presented. In additon, the variables that could be quantified were used in a correlation matrix, resulting in a 38-variable matrix, which served as the basis for the two articles. One article examined correlations with the voter turnout as the dependent variable, and the second focused on percentage affirmative vote as the dependent variable. These results are presented in the results section of this report.

The study involving all Iowa school districts that had held school-bond elections produced names of districts that had sought funds through bond issues for vocational and technical education purposes. Twenty-four districts had <u>included</u> vocational facilities in the stated purpose of the school-bond issue; however, none of the elections was for vocational facilities alone. This established the number of districts in the universe for the second phase of the project involving vocational education and training.

A questionnaire was developed to provide data to more precisely analyze the vocational-education portion of the bond election. Specific sections of the questionnaire were designed to supply information about the following areas:

1) additional district characteristics (industry, proximity to an urban center, etc),

2) demographic information about the community (size, percentages of students migrating, going on to college, dropout ratios, etc.),

3) community attitudes toward education in general and to their school in specific,

4) characteristics of the vocational-education program of the district, and

5) superintendent attitudes toward the development of area vocational schools.

These data were collected by personal interviews with the school superintendents and represent each superintendent's perceptions of the community and its attitudes. No attempt was made at this time to obtain perceptions of other individuals regarding these same phenomena. The information obtained allowed a closer analysis of:

1) the perceived importance of the vocational-education portion of the total bond election campaign.

2) the knowledge levels and attitudes toward the recently organized "area vocational schools," and

3) whether changes had occurred in vocational education offerings.

Since the sample was small (24 possible respondents) and approximates a universe, no attempt was made to statistically analyze the results. Ultimately, 20 of the 24 superintendents were interviewed. Hence, the findings of the vocational school bond-issue portion of the project are principally descriptive.

This discussion has focused mainly on describing and quantifying many dimensions of school bond issues and bond issue techniques. In addition, selected variables have been analyzed, within a pass-fail dichotomy framework, for significant differences. The final analysis of the data centered on predicting the outcome of school-bond elections. Multiple regression equations were built from selected variables. The results of

selected variables and their predictive ability are presented in the results section.

III. RESULTS

A. Basic Study of 195 Bond Issues

The results obtained in this study are presented in a manner commensurate with the various stages of the project development: (a) the results form the origial survey of 195 districts, (b) the results of the analysis of percentage of affirmative vote as a dependent variable, (c) the results of the analysis on voter turnout, (d) the results of the intensive interviews of the vocational education superintendents, and (e) the results of the multiple regression analysis.

The basic study consisted of 195 Iowa school-bond elections. One hundred fifty-four (79%) of the districts had successfully passed bond election during the 5-year period. The data collected in these districts were analyzed by examining the distribution of approximately 250 variables for all districts. The total districts were then divided into a pass-fail dichotomy (154-41) for a statistical examination (chi-square) of possible significant differences between groups. This analysis is presented by variable categories; i.e., existing situational variables, the characteristics of the bond elections, the strategy employed in the election, responsibility assumed for various tasks in the election strategy and the timing and communications techniques used in the election campaign.

1. Existing situational variables. These variables were defined as the characteristics of the school and community that existed before the bond election. These factors could not be changed or manipulated; however, they may influence bond-issue strategy and results. Economic variables, tax rates, proposed rate changes, district population and enrollment figures were all considered in the plan to increase school facilities through a school-bond election. Only three of the 12 variables included in this category produced chi-squares significant at the 5-percent level. School enrollment at the time of the election was significantly different between the successful and unsuccessful districts. Those schools with enrollments under 1,000 had a higher rate of successful bond issues than did schools with enrollments between

1,000 and 2,000. There was a tendency for schools with an enrollment of over 3,000 also to be successful.

The significant difference between those districts with and without a 2 1/2-mill schoolhouse tax levy before the bond issue may be indicative of a norm of "progressiveness" in the community. Of the 35 districts where this levy was in effect, 32 passed their bond election.

The chi-square computed on the number of elections held in the 5 years was highly significant. Districts were much more likely to pass their bond issue if it was their first attempt during the period. Almost two-thirds of the districts studied had held only one bond election during this time. Approximately 70 percent of these elections were successful.

2. Characteristics of the bond issue. Economic change, purpose of the election and responsibility assumed by various groups and individuals in accomplishing the necessary tasks in the campaign strategy were classified as characteristics of the bond issue strategy.

Economic relationships did not differ significantly between successful and unsuccessful districts. The total amount of the bond issue, existing millage rates, millage increases and the dollar valuation per student were not statistically different when successful and unsuccessful issues were compared.

Neither the terms of statement of the issue (general of specific) nor variables relating to the purpose of the election were significant. The literature survey indicated some support for making detailed information available to the electorate and for presenting the issues at a general level. Neither position was supported in this study. The intended purposes for the bond issue money were not related to outcome, nor was the number of different purposes stated significantly different between the successful and unsuccessful districts.

3. Election strategy. These variables dealt with individual and group involvement in working in the campaign. The superintendents evaluated the perceived importance of themselves, the board of education, the lay committee (if present), the architect, the department of education consultants, the Parent-Teachers Association (P.T.A.) (if present) and the faculty in performing

services in seven necessary tasks. Some tasks required joint participation between the superintendent and the board of education. When this joint evaluation is discussed, the term, superintendent-board of education, will be used.

Only two of the 13 variables in this category had significant chi-square statistics. One was the perceived importance of the citizens' advisory committee in the planning and publicity of bond campaigns. The distribution was bi-modal for the successful districts, with a large percentage (43.5%) seeing this committee as having "no value" and a similar percentage (38%) seeing the committee as having "great value" to the planning and publicity campaign.

The second significant relationship was perceived "value" of the P.T.A. in the bond-issue campaign, which was statistically significant between successful and unsuccessful elections. The superintendents in districts that had successful elections rated the P.T.A. somewhat higher (of greater value) than did superintendents in unsuccessful districts. The unsuccessful superintendents' responses clustered in the middle range ("some" or "little" value) for P.T.A. importance.

4. Responsibility assumed by groups. This section considers to what degree various individuals and groups were involved in the task areas. Again, these responses were the evaluation of the superintendent. Some of the tasks necessary in a bond campaign include: (a) the evaluation of the present education program, (b) an evaluation of the existing building facilities, (c) determination of the school building needs, (d) designing and planning proposed buildings, (e) planning the finance program, (f) public relations and information, and (g) planning the campaign strategy. The superintendents rated the importance of the groups on a 0-9 scale, with categories from "no", responsibility (0 score) to "very much" responsibility, (9 score).

Of the 69 variables analyzed, only eight show significant differences between successful and unsuccessful bond elections. The superintendents differed in their perceptions of the board of education's and their own importance in the campaign strategy. Eighty-one percent of the successful superintendents rated themselves as having assumed "very much" responsibility in the public relations and information campaign and, conversely, just over half (54%) of the unsuccessful superintendents rated themselves this high. There was no significant difference between the

superintendents' perceptions of the importance of the various other groups in planning the campaign strategy.

Two significant relationships were found in the "evaluation of the ecducation program" for the bond election. The professional consultants were rated as assuming "little" or "no" responsibility by a larger percentage of the successful superintendents (66% successful to 56% unsuccessful). At the other extreme, "very much" responsibility, the successful superintendents also rated the professional consultants high in more cases (6.5% to 2.4%). A similar pattern of findings occurred in the ratings of the department of public instruction in evaluating the educational program. More (56% to 46%) of the successful superintendents rated the department as assuming "little or no" responsibility in this evaluation. Conversely, more successful than unsuccessful superintendents also rated this department as having assumed "very much" responsibility (8% - 0).

"Evaluating the present building facilities" by the various groups produced only one significant chi-square (responsiblity assumed by the lay committee). A bi-modal array appears in the successful districts. More of the successful than unsuccessful superintendents reported "little or no" responsibility and "very much" responsibility assumed by the lay committee. Unsuccessful superintendents did not evaluate the responsibility of the lay committee in this evaluation at the scale extremes, but assigned them to mid-scale positions ("some - much").

The involvement of the lay committee also produced the only significant difference in the "determination of the school building needs." The board and the superintendents assumed heavy responsibility in this task, but there was no statistically significant difference between the successful and the unsuccessful districts. Sixty-one percent of the unsuccessful districts reported some involvement of the lay committee in this task. Conversely, only 43 percent of the successful superintendents reported lay committee involvement in determining school building needs.

A significant difference between the successful and the unsuccessful superintendents' evaluations was found in the responsibility assumed by the superintendent-board of education in designing and planning the proposed buildings. The superintendent-board of education responsibility, however, was not the highest ranking of the groups. On the other hand, the architect involvement was high for this task, but did not produce a significant difference between successful and unsuccessful districts.

The responsibility assumed by the professional consultants for planning the financing program for the bond election produced a significant chi-square. The superintendents in unsuccessful districts evaluated outside consultants as assuming more responsibility than those in successful districts. This higher evaluation accounted for the significant difference in the chi-square.

5. Collective responsibility for all tasks. The combined possible points for each task area was 63, (7 x high value of 0 - 9 continuum). The actual range for combined tasks was 0 - 63. Some superintendents reported "no responsibility" in any task area (0 score), while others assigned themselves to the highest score (9) for all seven tasks (63 score). The summated scores represent the relative importance of assumed responsibility for each individual or group across all seven task areas.

The total responsibility assumed by the superintendent-board of education together was significant at the 5-percent level. The superintendents in successful districts had higher responsibility scores than those in unsuccessful districts. This was the only significant chi-square for the five groups presented in the section on summated responsibility scores.

An examination of the relative importance of the groups and individuals involved in the school-bond elections showed that the superintendent and the board of education positions were rated most important. The ratings of positions were similar in the successful and unsuccessful districts. Hence, the chi-square statistics indicate there was little difference in these perceptions between the successful and unsuccessful district superintendents.

In summary, the superintendents clearly perceived cooperative performance between the superintendents and the board of education as the most important of the five groups in responsibility and importance in the bond elections in all (or across) task areas. The literature survey indicated that the use of a citizens' advisory committee was essential in passing the bond election. The data collected in this report do not support this position; however, insights into whether the support of a lay committee provides the added impetus for success are not possible.

6. Election timing. The time of the year (month) elections are held was not related to successful or unsuccessful bond elections in this study; however, the timing of news releases was associated

with election success. Those districts that started early (more than 6 months before election) were most successful. This finding should not be misconstrued, however, because almost three-fourths of the districts made their first releases less than 6 months before the election. Of the 47 districts that started more than 6 months before the election, 43 passed their elections. That most districts did not start their campaigns early, in part, reflects the persistence of re-presenting elections within a short time in unsuccessful districts. Some were re-presented in the same month, and many were re-presented within 2 months. There was no significant difference between successful and unsuccessful districts in how long between elections or how many months early official notice of election was given.

7. Communications strategy. The communications techniques used are a manifestation of planning strategy. Data were obtained on whether the following techniques were used and how important they were in the campaign.

Bulletins and brochures
Speakers at clubs and organizations
Proposed building plans illustrated
General talking up of issue by people
General public meetings
Poster campaign
Student presentations
Local merchant support in ads
Clergy support in churches
Newspaper publicity
Radio and TV publicity
Sample ballots and voting information
Picture depiction of present conditions

Most of the districts used these techniques, and there were some significant differences between successful and unsuccessful districts on the basis of communications techniques used. A significantly larger portion of the successful superintendents reported "favorable" newspaper coverage: Seventy-seven percent of the superintendents in successful districts responded that newspaper coverage had been favorable, but only 56 percent of the unsuccessful superintendents reported favorable coverage. There was no significant difference in the number of press releases.

The perceived importance of newspaper publicity was significant at the 1-percent level. Seventy-one percent of the superintendents of successful districts felt the newspaper was of "much" or "very

much" value. Conversely, only 44 percent of the superintendents of unsuccessful districts rated the newspaper as important.

The chi-square statistic for use of letters to the editor as a campaign strategy was significant at the 1-percent level. Fifty-nine percent of the unsuccessful superintendents reported the use of this technique. Less than 30 percent of the successful superintendents responded that this technique was used. Where letters to the editor were used, there was a significant difference in the perceived value of this technique. Twenty-one percent of the superintendents of successful districts responded that it was of "some" value, and 44 percent of the unsuccessful superintendents responded with "some" value. The remainder in both groups said the technique was of no "value" in producing campaign success. The chi-square between groups was significant at the 5-percent level.

8. Interpersonal communications techniques. These techniques were those that involved face-to-face relationships, such as meetings, student presentations and house-to-house canvasses. Only the very nebulous technique "talking it up," and public meetings produced significant chi-squares. Eighteen percent of the successful superintendents thought the meetings were of "very much" value. Only 2 percent of the unsuccessful superintendents rated public meetings in this classification. The remainder of the interpersonal techniques were used in most campaigns; however, there was no statistically significant difference in their use.

9. Other publicity devices. These devices include miscellaneous techniques used for informing the electorate and getting out the vote. The perceived value of presenting illustrated building plans to the electorate was significant at the 5-percent level. The successful superintendents rated this technique somewhat higher than it was rated by the unsuccessful superintendents. In addition, successful superintendents evaluated the use of photographs to show existing conditions higher than did unsuccessful superintendents. None of the successful superintendents evaluated this technique as "very" important; 12 percent of the successful superintendents did. The difference was significant at the 5 percent level.

One method traditionally used to "get out the vote," transportation to the polls, produced a significant chi-square. This method was much more common in the unsuccessful districts.

In summary, most communications media and techniques were used by all districts, but few significant differences were found between the successful and the unsuccessful districts. The successful superintendents did evaluate favorable newspaper publicity higher than did unsuccessful superintendents. Some techniques (letters to the editor and providing transportation to the polls) that were expected to produce favorable results were associated with the unsuccessful districts. The data, however, do not permit explanations.

10. Perceived reasons for passage. The superintendents of successful districts were asked to rate the relative importance of the following reasons for passage:

Need for facility proposed
Good publicity program
Timing of election
Adequate support of education
School reorganization
Desire to keep school in community
Development of new educational program
Compromise or reduction of actual needs
Terms of statement of issue

Since these responses are all from superintendents whose districts had successfully completed bond elections, no statistics were computed on these reasons for passage. In general, these ratings indicated the superintendents were able to evaluate the importance of the factors that they felt were instrumental in bringing about the successful outcome of the election. The nebulous "need" was rated the most important factor in bringing about success. Other factors such as timing, reorganization, desire to maintain the school in the community, a "good" publicity campaign and the terms of statement of the issue were not seen as nearly as important factors. In addition, the superintendents were given the opportunity to add any other factors that they felt were important in the outcome of their campaign. Only three superintendents mentioned other reasons.

11. Perceived reasons for failure. The superintendents of unsuccessful districts were asked to rate the relative importance of the following reasons for election failure.

Increased taxes
Distribution of tax load
Site dispute
Inadequate publicity
Disagreement on type of construction
Dissatisfaction with educational program
Conflict among civic groups
Elections too close together
Insufficient planning
Opposition from retired
Opposition from absentee landlord
Proposed bond issue too large
Proposed bond issue too small
Too many types of facilities proposed in one election
Dissatisfaction with board of education
Dissatisfaction with superintendent

The superintendents of unsuccessful districts were not as certain about why the issues failed as the successful superintendents were about why the issues passed. Most of the reasons given as influential were related to economic variables; i.e., increased taxes, distribution of tax load and opposition from the retired. When the economic situational variables were examined by chi-square statistics for differences between the successful and unsuccessful districts, no significant differences were found between these districts. The traditional reasons for failure, often suggested in the literature, such as site disputes, type of construction and community conflicts were not mentioned as important factors by many superintendents. Four superintendents mentioned specific conflicts between committees, adjoining towns and within the district. Others mentioned factors such as no attempt was made to pass the issue and the proposal was a "stop-gap" measure.

B. Voter Turnout Analysis

All statistics presented in the preceding findings have been the results of the chi-square statistics prepared for the interim report. The next two sections center on the same data with more robust statistical methods used. In this section, voter turnout (dependent variable) has been correlated with 38 independent variables.

The data analyzed in this section made it possible to examine whether voter turnout was related to issue outcome and to see if techniques tradionally used to get out the vote were operative

in these Iowa school-bond elections. There was no relationship between passage and the percentage of the eligible voters voting in this study. The correlation was +.0029 which is about as near random variance as one can obtain.

The 38-variable correlation matrix presented earlier in this report provided the basis for generalizations presented in this section. There were some significant correlations with voter turnout (9 of 38 examined). Most of the significant correlations were with economic and voting history characteristics of the districts. Only three of the variables labeled "communications" and "supportive services to get out the vote" were significantly associated with voter turnout.

These data were contrary to suggestions that voter turnout is associated with outcome of the issue. The percentage of the registered voters turning out in these Iowa elections was not significantly associated with the size of the issue, with the percentage voting in favor of the issue, or with whether the issue passed or failed. It appears that community interests in the economic aspects of these elections is operative because of significant relationships between voter turnout and the millage increase (resulting from the bond issue) and with the total millage rate for the community. In this examination, the traditional suggestions for attempting to restrict or increase the voter turnout did not hold. The mass-media techniques traditionally used to induce voter turnout were not significantly associated with voter turnout. When significant relationships were found, they were negative associations.

Major findings of this further analysis indicate:

1) The percentage of registered voters participating in these elections was not significantly correlated with whether the issue passed or failed.

2) Communications techniques and devices used to get out the vote were generally not significantly correlated with voter turnout.

3) Economic variables dealing with millage increase and total millage levy appear more important than the total amount of the issue in increasing voter turnout.

4) Apparently, "norms" toward progressiveness (passing school bond issues) exist in some communities.

C. Percentage Affirmative Vote Analysis

The single variable relationships of association between demographic, economic, election history and communications techniques were examined in this analysis. The same 38-variable matrix provided the correlations for this examination with percentage affirmative vote as the dependent variable. Since pass-fail is a dichotomy, the continuous variable, percentage affirmative vote, was used as the dependent variable.

The major findings of this analysis indicate there was little relationship between election outcome and the traditional campaign techniques reported as essential in securing school-bond passage. More specifically:

1) There was no significant association between the demographic characteristics of the district and favorable vote.

2) There was little association between the economic variables and percentage favorable vote. (amount of issue, millage increase, etc.)

3) There was a tendency for more favorable voting percentages to be associated with fewer elections. No attempt was made to relate this to relative "need" in the district.

4) Communication variables and secondary service techniques had little relation to percentage favorable vote in the district. Any significant relationship was likely to be negative.

5) The percentage of the registered voters participating in these elections was not significantly correlated with the outcome of the issue.

D. Additional Correlation Analysis

The 195 districts were divided into two groups for further correlation analysis. This resulted in 154 successful districts on one group and 41 unsuccessful districts in the other. The correlations resulting from these additional matrices were quite similar to the overall (195 districts) matrix.

Analysis of variance tests also were run on selected variables to test for significant differences between the successful and unsuccessful districts. The lack of significant f ratios led to the conclusion that successful and unsuccessful districts were not significantly different with respect to the variables examined.

To further test for the possibility that district size and dollar amounts of askings were influencing the analysis, ratios were computed by using selected economic variables. This also produced standardized scores. Ratios were computed for:

1) $\frac{\text{amount of issue}}{\text{valuation per student}}$

2) $\frac{\text{amount of issue}}{\text{total school millage levy}}$

3) $\frac{\text{amount of issue}}{\text{total school enrollment}}$

4) $\frac{\text{amount of issue}}{\text{population of the school district}}$

There seemed to be no significant differences when successful and unsuccessful elections were compared by using these ratios. For example, some districts with high total school millage - amount of issue ratios - passed and some failed. These ratios did not disclose any additional information not contained in the correlations between the economic variables and percentage affirmative vote, but they gave weight to the assumption that the correlations did not result from overweighting of large economically strong districts.

E. Vocational Education Bond Elections

The field study of what influence the vocational portion of the bond election played in the outcome did not produce many significant findings. None of these elections was held for vocational purposes alone, and a correlation matrix using vocational education "purposes" as a control variable did not produce significant differences between the elections including vocational purposes and those for other purposes. That is, elections including vocational purposes were compared with all other districts on demographic, economic, election history and communication characteristics. No significant differences were found; however, the original survey (195 districts) was not designed to elicit detailed factors associated with the vocational portion of bond elections.

This section reports results from the personal interviews centering on the vocational-education portion of the bond campaign. Because of the small number of cases (20 of 24 possible) no statistical analyses are presented in this section. There was a lapse of at least 2 years between the bond election and the time of this study. Therefore, the impact of the changes created by the outcome of the bond election plus the initial impact of the 1963 Vocational, Education Act could be viewed, making possible a deeper analysis of the influence of the Act.

Funds were sought for increasing present course offerings, development of new courses, new shop facilities and, in one case, for a new bus barn. The vocational portion of the bond issue ranged from a low of about 5 percent to a high of about 40 percent of the total bond election. Fifteen of the issues passed and 5 of these elections failed to obtain the necessary 60 percent affirmative vote needed to pass.

In general, the districts had maintained their size since the earlier survey through school year 1963 - 1964. The reported information displayed trends similar to those for the remainder of the districts in the state. The superintendents reported that about 45 percent of their students went on for some kind of additional training; i.e., 4 year, junior, trade school, etc. Most superintendents were aware of the high rate of out-migration of their students. Forty percent of the superintendents estimated there were less than one-fifth of the high school graduates remaining in the community 10 years after graduation. In all cases out-migration was reported to take place immediately after high school, when the young people either sought employment or further education outside the community.

None of the 20 superintendents felt that their drop-out rate was "above" average, and 70 percent of the superintendents reported that it was so low that the community was not concerned about it. Half of the superintendents said that additional vocational facilities would not affect the drop-out rate, saying "They would have dropped out anyway." Some evidence of concern was noted for adjusting curriculum to fit the non-college bound. One superintendent perceived that community awareness of the need for a broadened curriculum was the reason the successful bond issue passed in his district. In general, however, the superintendents did not perceive a community concern or awareness of the need for increased programs for the non-college bound. The superintendents expressed the view that increased vocational facilities would not detract from present

course offerings, but would supplement the college preparatory curriculum by reading a different segment of the student body.

All superintendents in districts in which the bond issues were passed stated that the vocational education portion of the bond issue had produced favorable results. A third of all district superintendents said they had increased vocational offerings, and 50 percent said they had strengthened their offerings since the successful vote. Fifteen percent said they reduced their vocational offerings (all were in districts where the issue failed.) Some facilities had been added in two of the districts that failed to pass their bond issues.

F. Importance of Vocational Education

The influence of the vocational-education portion of the bond issue was not too great. One of the most significant findings of this study was that the superintendents evidently do not separate the vocational portion of their curriculum from the total program. When asked to discuss the vocational portion of the issue, they responded with what was requested in terms of facilities and money, but they were generally not able to discern what (if any) influence the vocational portion of the issue had on the outcome. Only two superintendents said that the vocational portion had "considerable" influence, 10 percent said "some," 35 percent said "little" influence, and 45 percent said "very little" influence on election outcome.

The general consensus of the superintendents was that neither they nor the voters separated the vocational-education portion of the bond issue from the total issue in their thinking. The superintendents thought that the deletion of the vocational portion would not have changed the outcome very much.

The vocational-education programs of the districts were perceived by the superintendents as being differentially viewed by the superintendents and the electorate of their districts. Sixty percent of the voters were perceived as thinking that vocational education accelerated out-migration. The superintendents, on the other hand, did not feel that the programs had this much influence because 25 percent of the superintendents replied that vocational education did accelerate out-migration, 35 percent that it did not make any difference, and the remainder, (40%) that it did not cause migration.

The purpose of vocational education was not perceived as being attuned to the local labor market conditions. Both the voters and the superintendents were perceived as viewing this

training as preparation to compete in the larger labor market, generally away from the community in which they had been educated.

Attitudes toward area vocational schools were generally favorable; 90 percent of the superintendents favored this new program. There was a lack of knowledge about the role to be played by these new area vocational schools. The generally favorable attitude toward the area school concept was not backed by similar expectations of how these schools would affect the vocational-educational facilities presently offered in their schools. Some superintendents felt these new area schools would relieve the high schools of their vocational education responsibilities but there also were expressions of concern about promoting an increase in the high school drop-out rates to attend these schools, students not being able to afford to attend the area schools and students having to travel too far to attend these schools. Some superintendents did not understand that these schools were intended to be principally post-high school programs. This lack of knowledge was manifested in the responses to what effect the area school would have on the vocational education program of their school. Ten percent said the area school would have no effect on their program, 35 percent thought it would have "little" effect, 15 percent said it would cut down on high school vocational offerings, and the remaining 40 percent stated it would influence the high school to provide a preparatory function for the area vocational school. Eighty percent of the superintendents stated that they would consider the area schools when assessing the vocational needs of their schools and the remaining 20 percent said it would make no difference in their future plans. In general, the superintendents felt the area vocational schools would increase the saliency of vocational education to the general public.

G. Multiple-Variable Relationships

A preceding section focused on single variable relationships with percentage affirmtive vote. This technique ignores the relationship of all independent variables with the dependent variable (percentage affirmative vote). By using multiple regression, two additional foci are possible, 1) the collective number of independent variables provides an equation that indicates their predictive power of all variables at the same time, (multiple r and multiple r^2), 2)each of the variables can be examined to see how important each is in the regression equation (t value on partial b).

All quantified variables were put into the first regression equation. This regression equation, with 29 independent variables, produced a multiple r of .6039 and an r^2 of .3647. The square of the multiple r accounts for 36 percent of the variance in percentage affirmative vote. Although coefficients this large are commonly found in social science data, this one was not statistically significant. Table 1 shows the importance of the independent variables used in this equation. Each beta weight is independent of the original units of measure, hence an analysis of these weights indicates which variables contribute the most weight in explaining the variance. If a beta weight is twice as large as another, it is twice as important in explaining the variance.

A second regression equation was run on the nine variables shown in Table 2. This table shows the zero-order correlations and the r^2 for each of the nine variables used in the second regression equation. The beta weights and t values on partial b scores for the second equation using these same nine variables are shown in Table 3. The value of the multiple correlation (r) when the 10 independent variables were used to predict percentage affirmative vote was .2928. The multiple r^2 value was +.0857. These values are somewhat smaller than the values obtained in the first equation (29 variables) and still were not significant.

This analysis indicates that passing school bond elections is a relatively complex social action process. There is a great deal of variance from district to district with few significant differences between the successful and unsuccessful districts. Approximately 11 percent of the chi-squares computed for this study were significant. Most of these variables were concerned with variance in responses to economic, demographic and election history variables. Clearly the successful districts engaged in fewer elections, but the successful culmination of a bond issue campaign removes the need for additional elections in the short run in most cases. It also seems that community norms exist of passing and failing bond issues.

A series of zero-order correlations failed to reveal many additional significant differences between the successful and unsuccessful bond elections. It can be concluded that both successful and unsuccessful districts and campaign strategies were quite similar on most dimensions (variables) examined in this study.

Table 1

Multiple Variable Relationships: Percentage Affirmative Vote Dependent and 29 Independent Variables

Variable Name	Beta Weight	t value on partial b
Amount of Issue	-.0027	-.9376
Number of unsuccessful elections in the past five years	-.1566	-.2214
Millage increase as a result of issue	-.1440	-.2481
Assessed evaluation at time of election	-.0001	-.7442
Total school millage levy	.0035	.4168
Total school enrollment	-.0022	-1.6001
Population of school district	.0045	1.7720
Percent eligible voting	.1956	.2184
Total score of existing mass media	-1.1512	-.7626
Total score use of especially prepared mass media	- .0536	-.0832
Total use of interpersonal channels	- .4525	-.6915
Total use of peripheral services	-1.0688	-.8055
How many months early press releases were	.5578	1.4400
How many press releases made	- .0163	-.1315
Degree of responsibility assumed by groups	- .0012	-.0117
Degree of participation of organizations - sum	.0439	.5234
Sum of value of publicity devices	.0286	.3914
Sum of value of devices used	.0676	.8454
Sum of evaluation of education program	.0178	.1488
Sum of survey of present building facilities	- .0974	-.8882
Sum of determination of school building needs	- .0456	-.3685
Sum of selection of architect	.2592	2.0333
Sum of selection of site	- .0217	-.2644
Sum of designing and planning proposed buildings	.0425	.3616
Sum of planning the financing of the building program	- .3971	-3.1500
Total of Superintendent	.0007	.0073
Total of Board and Superintendent	.1035	1.3528
Total of Board of Education	.0948	1.0479
Total of Lay Committee	- .0760	-.8626
Total of Professional Consultant	.1316	-1.5230

$R = .6039$ $R^2 = .3647$

Table 2

Single Variable Relationships: Independent Variable Relationships to Percent Affirmative Vote

Variable Name	r	r^2
Sum of selection of architect	.1320	.0174
How many months early press releases were made	.1062	.0113
Involvement of professional consultant score	-.0844	.0071
Involvement of Board and Superintendent score	.0777	.0060
Involvement of board of education score	.0731	.0053
Amount of Issue	-.0610	.0037
Population of school district	.0254	.0006
Total school enrollment	.0227	.0005
Importance of planning and financing of the building program	-.0204	.0004

Two multiple regression equations were formed, and the results were examined in this section. The equation using 29 variables was not significant. The second equation using the highest beta weights (9 variables) produced a somewhat smaller r and multiple r^2, but these values still were not significant.

This finding further supports the position that data collected from secondary sources and after the occurrence of the election do not permit satisfactory prediction of school-bond election outcomes.

Table 3

Multiple Variable Relationships: Percentage Affirmative Vote and 9 Independent Variables

Variable Name	Beta Weight	t value on partial b
Sum of planning and financing of the building program	-.3713	-3.3450
Sum of selection of architect	.2445	2.1989
Amount of Issue	-.0039	-1.8534
Population of school district	.0038	1.7231
Months early press releases were made	.4906	1.5326
Total school enrollment	-.0017	-1.4245
Involvement of Board and Superintendent	.0527	1.0780
Involvement of professional consultant	.0595	1.0570
Involvement of Board of Education	.0555	.9351

$R = + .2928$ $R^2 = + .0857$

IV. DISCUSSION

An analysis of the data collected in this study indicates that there is no discernible pattern to be followed that assures success in passing a school bond issue. The purpose for which an election was held (including vocational purposes) did not appear to be associated with the outcome of the election. There was a lack of consistency or pattern in the techniques used in the campaign strategies promoting these school-bond elections. As a result, many of the correlations obtained in this study were not related to the percentage affirmative vote, hence not to the outcome. In addition, many correlations were not in the expected direction. In view of the literature review for this project, it was not anticipated that most communications variables (as measured

in this study) would be negatively related to election success or, conversely, that the traditional techniques of election communication strategy would correlate highly with the unsuccessful districts.

The size of the issue, percentage of eligible persons voting in the election and traditionally asserted causes of election defeats were not operative in these Iowa school-bond elections. These unanticipated findings led to the consideration of an alternative hypothesis, that different strategies may be used when a close outcome is expected. Data related to the latter point were examined.

Closely contested issues were defined as those receiving from 50.0 percent to 69.9 percent favorable vote. Districts that received large majorities and those that received less than half of the vote were defined as outside the closely contested issues. This resulted in 89 of the 195 districts being classified as "closely contested." The rationale was that if the predicted outcome was much in doubt, different strategies might be used to attempt to secure a favorable vote on the bond issue.

This was not evident, however, in the elections classified as closely contested. The correlations were quite similar to those for all bond issues. There were no significant differences in the demographic, economic, election history or communications variables. This finding was not consistent with the rationale for examining issues in this vote range. It was assumed that different relationships would be found. They were not.

Most evidence collected in this project indicates that there isn't much difference in the situational, election history, economic and campaign strategy variables between the successful and unsuccessful districts. Further, the additional field study of vocational school-bond issues indicates that these elections are quite similar to all other school-bond elections. In addition, it appears that neither the superintendents nor the district electorate think in terms of the vocational portion of the school-bond elections. The election is viewed as an entity, and the vocational portion of the issue was not perceived as exerting much influence on the outcome of the election.

There were limitations in this study. These data represent for the most part the recalled knowledge and attitudes of the superintendents. As such, these perceptions are subject to the usual "decay factor" over an extended time. Some of the elections

had been held 5 years before the survey. In addition some of the data are second-order cognitions and are subject to the usual criticism of attributed knowledge and attitudes as perceived by a second person. In most cases, the data are quantitative, not qualitative; e.g., data on using or not using lay committees, not on composition, quality and procedures used by the lay committee. Even with these shortcomings, the researchers are not aware of an equally exhaustive study of data collected at the election source. Many dimensions of the problem have been established and much has been learned to apply to future studies of school-bond elections that are currently underway.

V. CONCLUSIONS

School bond elections in Iowa assume quite similar patterns in the strategies implemented by the superintendents and the boards of education. There were not many significant differences between the successful and unsuccessful districts when compared on the basis of variables used in this study. Economic variables and ratios were quite similar for both groups. Among the largest differences were the correlations between communications media usage and the outcome of the election. Most of the communications media were negatively related to election success. Conversely, most of these same variables were positively correlated with failure in the unsuccessful districts.

A community norm of passing elections or failing to pass them appears operative in many districts. The correlation was +.64 between issue passage and other issues passing within the 5-year period of study. The data collected in this study do not permit intensive examinations of community attitudes and solidarity toward either their community (identity) or their school.

Simple research frameworks and methods normally employed in survey research techniques do not provide insights into an ongoing process such as school-bond decision-making at the community level. A re-examination is needed of strategies based on getting out the vote. Results presented here indicate little relationship between percentage voting and outcome.

The lack of differentiation between elections for vocationally related purposes and those for other purposes suggest that it may not be profitable to examine vocational school-bond elections as an entity, unless the elections are for vocational-education purposes alone. Simple research frameworks and procedures based on impressionistic descriptive studies and data are not sufficient to analyze and make significant predictive statements about the outcome of vocational school-bond elections.

The data analyzed in this report offer little encouragement in predicting outcomes of school-bond elections with single variable relationships used in this study as the basis for prediction Aggregating these variables and correlating them with affirmative vote does produce significant relationships with some variables, but the amount of variation explained is very low. This work provides insights of the type suggested by Merton (13) who suggests that a relatively simple frame of reference should first be used when exploring an area in which sociological theory has not been developed. The authors feel this has been accomplished. Descriptive studies examining variables traditionally thought important in securing school-bond passage do not provide sufficient data to explain this complex community action.

The literature survey indicates that this is the most intensive statistical analysis performed on data collected for this large an N (195). At the same time, other researchers have manipulated secondary data from studies performed in different states and regional areas of the United States. Often the percentage affirmative vote was not the same (50-66.6%), which made it even more difficult to generalize from these findings.

Clearly, the lack of trends and significant correlations found in this study indicates that there was as much variance within as between districts examined in this analysis.

Hence, Merton's exploratory suggestions have been followed without heartening results. However, the degree of confidence has been raised that this kind of community (social system) decision-making is a complex process that requires additional, more sophisticated sociological, social psychological and communication theory, procedures and research to produce significant results. Such an attempt is planned by the Iowa State University rural sociology research team in the near future.

VI. SUMMARY

All Iowa school districts engaging in school-bond elections during the 5-year period (January 1, 1960, to December 31, 1964) were examined. Niney-three percent of the superintendents of these districts responded to a mailed questionnaire requesting information about school-bond elections in their district during this 5-year period. Information was sought about the characteristics of the district prior to their election, the characteristics of the bond proposal, election strategy which included the performance of tasks by various groups and individuals, the timing of the election, communications techniques used, and the perceived

reasons for passage or failure of the bond issue. This initial survey also served to establish the number of school-bond elections occurring in Iowa, as well as how many elections included requests for vocational education facilities. When the data were analyzed all districts that had sought vocational facilities were again approached for additional information. Only 24 of the 195 districts had requested vocational educational facilities. Twenty of these 24 superintendents responded to an intensive personal interview concerning the importance of the vocational education portion of their bond issue.

The data were used to compute chi-square, correlation, regression equations and analysis of variance tests. There were some significant differences in the data collected from school districts where issues had passed and in those that failed. The analysis of these statistics led to the following conclusions:

1) Data collected by use of present survey techniques are not sufficient to predict the outcome of school bond issues.

2) Many commonly held generalizations were not substantiated in this study, for example, the data collected in this study do not show that traditional communications techniques either hinder or help the desired outcome of the school bond issue. In most cases there was no significant relationship between technique use and election outcome. When significant relationships were found, they were likely to be negative; i.e., negative relationships between clergy support and issue outcome and providing transportation to the polls and issue outcome.

3) The percentage of registered voters participating in these elections was not significantly correlated with whether the issue passed.

4) Communications techniques used to inform the electorate and to get out the vote were not significantly correlated with voter turnout.

5) Economic variables dealing with millage increase and total millage appear more important than the total amount of the issue in increasing voter turnout.

6) Districts which had passed a bond issue in the 5-year period were most likely to pass another election if one was presented during this period. Conversely,

unsuccessful attempts were most likely to be followed by further failures especially if the issue was voted on in a short period of time.

7) There was no significant association between the demographic characteristics of the district (school population, district size, etc.) and favorable vote.

8) There was little association between the economic variables (amount of issue-millage increase) and percentage favorable vote.

9) Single variable relationships (r) provided relatively small amounts of the explained variance (r^2).

10) The variables quantified in this study did not explain significant amounts of variation when used in multiple-regression equations.

11) Superintendents of successful districts evaluated newspaper coverage as more favorable than did superintendents in districts where the issue failed.

12) The involvement of the Parent Teachers Association was rated somewhat more important by superintendents of successful issues.

13) Vocational education bond issue proposals were quite similar to all other school bond proposals.

14) Vocational education requests in school bond elections were not a salient issue in these Iowa school bond elections.

15) Neither the superintendents nor their district electorate tend to separate the vocational education portion of the issue from the total or attribute election outcome (passage or failure) to the inclusion of vocational education requests.

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15. ABSTRACT (250 words max.)

A two-phase study of school bond elections in Iowa is reported herein. The first phase examines the number and characteristics of all such elections held in Iowa over a 5 year period. (N=195) The second phase is a re-interview of the superintendents of districts that had sought money for vocational or technical educational purposes. The first phase of the project was accomplished by the use of mailed questionnaires. Ninety-three percent (195 of 209 eligible) responded to this mailing. Only 24 of the 195 superintendents had engaged in a bond election for vocational purposes. Twenty of these 24 were located and they responded to an intensive interview centering on what effect the vocational portion of the issue had on the outcome of the election. In addition, attitudes and knowledge about the area vocational schools were sampled.

The results of these two phases indicate that this kind of community decision-making is a complex process that varies from district to district. The variables educators and action-oriented workers assign high priority in achieving success were not substantiated in this study. The communications variables (as measured in this study) were generally not significantly associated with election success. If there was a significant relationship, it was most likely to be a negative correlation with election success.

Presently used secondary data collection techniques and research designs offer little hope in understanding, analyzing and predicting school bond election outcomes.

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Field 7. Date: Enter date of release of document by month and year. (Example: 12/65.)

Field 8. Pagination: Enter total number of pages of document, including illustrations, appendices, etc. (Example: 115 p.)

Field 9. References: Enter number of references cited in the bibliography of the document. Example: 106 ref.)

Field 10. Report/Series No.: Inter any unique number assigned to the document by the publisher or corporate source. (Example: OE-53015; LX-135.) Do not enter project numbers; these are added entries field #5.

Also enter journal citations by name of journal, volume number, and pagination. (Example: NAEB Journal, v. II, pp. 52-73.) Do not include date; date is entered in field #7.

Field 11. Contract No.: If document has been supported by the U.S. Office of Education, enter the OE contract number.

Field 12. Publication Title: If document abstracted comprises only a portion of the total publication or release, enter complete title of publication. (Examples: Four Case Studies of Programmed Instruction; The Automatic of School Information Systems.) For journal titles, spell out any abbreviations. (Example: National Association of Educational Broadcasters Journal.)

Field 13. Editor(s): Enter editor(s) last name first. (Example: Doe, Mary.) If two editors are given enter both. In the case of three or more editors, list only the principal editor followed by "and others," or, if no principal editor has been designated, the first editor given followed by "and others." (Example: Doe, Mary and others.)

Field 14. Publisher: Enter name and location (city and state) of publisher.
(Example: McGraw-Hill, New York, New York.)

Field 15. Abstract: Enter abstract of document, with a maximum of 250 words.

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Codes: Leave blank. Codes will be assigned for internal retrieval purposes.

Field 17. Identifiers: Enter all terms which would not fit into a structured vocabulary. Examples are: trade names, equipment model names and numbers, organizations, project names (Project Headstart, Project English), code names, code numbers.

14. RETRIEVAL TERMS *(Continued)*

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